

## Message Text

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ACTION PM-04

INFO OCT-01 AF-08 ISO-00 MMO-01 NSC-05 SP-02 SS-15 CIAE-00

INR-07 NSAE-00 ABF-01 PER-01 L-03 OMB-01 IGA-02 MC-02

ACDA-07 TRSE-00 /060 W

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R 301508Z NOV 76

FM AMEMBASSY ADDIS ABABA

TO SECSTATE WASHDC 1850

INFO SECDEF WASHDC

USCINCEUR VAIHINGEN GERMAY

JCS WASHDC

C O N F I D E N T I A L SECTION 1 OF 2 ADDIS ABABA 12027

E.O. 11652: GDS

TAGS: MASS, ET, US

SUBJECT: NSSM 243: MAAG REQUIREMENTS STUDY

REF: A. STATE 280041, B. USCINCEUR 151607Z NOV 76

1. LACKING SUFFICIENT INFORMATION WITH WHICH IN OUR JUDGMENT TO BASE A FULLY INFORMED REPLY TO REFTEL (A), WE FIND OURSELVES IN SOMETHING OF A QUANDARY. DEPT AND/OR DOD HAS COME UP WITH SUGGESTED FIGURE OF 21 MILITARY PERSONNEL FOR MAAG IN FY 78, BUT WE HAVE NO IDEA HOW FIGURE WAS ARRIVED AT. WITHOUT A REPLY TO REFTEL (B), ONLY GUIDANCE WE HAVE IS CONTAINED PARA 3 REFTEL (A) WHICH SPECIFIES REDUCTION OF PERSONNEL ENGAGED IN MARGINAL ADVISORY OR TRAINING ACTIVITIES AND ELIMINATION OF STAFF OR ADMINISTRATIVE POSITIONS.

2. OUR PROBLEM STARTS WITH FACT THAT CMAAG SUBMITTED MAJOR REORGANIZATION PLAN SOME MONTHS AGO THAT HAS BEEN ENDORSED BY STATE INSPECTORS, IGA INSPECTORS, USCINCEUR AND MYSELF. PLAN WAS BASED UPON PROPOSED MAJOR ADVISORY ROLES FOR MAAG USING PRESENT COMPLEMENT OF 46. PROPOSED FIGURE OF 21 SUGGESTS TO US THAT WASHINGTON AGENCIES HAVE DISCARDED PROPOSAL SINCE WE

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CANNOT IMPLEMENT IT AS WRITTEN WITH 21 MILITARY PERSONNEL.

IF THIS IS SITUATION, HOWEVER, BEFORE BEING ABLE TO COMMENT MEANINGFULLY ON SUGGESTED FIGURE OF 21, WE WOULD NEED TO KNOW WHAT ELEMENTS (FUNCTIONS/TASKS) REMAIN THAT WASHINGTON AGENCIES WISH US TO STAFF FOR. PROBLEM IS COMPLICATED BY FACT THAT WE HAVE NOT BEEN ABLE TO DISCUSS FUTURE ROLE OF MAAG AS SUGGESTED IN CHMAAG'S PROPOSAL WITH EPMG AND THEREFORE DO NOT KNOW HOW MUCH, IF ANY OF IT, WOULD BE ACCEPTABLE TO THEM. IN ANY EVENT, OVER A YEAR HAS NOW ELAPSED SINCE DEVELOPMENT OF THAT PROPOSAL AND WE HAVE THEREFORE TRIED TO EVALUATE CAREFULLY DEVELOPMENTS SINCE THEN. WE HAVE CONCLUDED NOW THAT UNLESS EPMG DOES SHARP ABOUT-FACE, CONDITIONS THEN PERTAINING HAVE CHANGED TO THE EXTENT THAT THE PROPOSAL IS PROBABLY NO LONGER VALID.

3. OUR SECOND MAJOR PROBLEM INVOLVES ESTIMATING AN APPROPRIATE STAFFING LEVEL FOR MAAG IN A SITUATION HERE VERY MUCH IN FLUX. AS DEPT IS AWARE, WE HAVE LONG BEEN PRINCIPAL SUPPLIER OF MILITARY ASSISTANCE TO ETHIOPIA, AND MILITARY ASSISTANCE IS STILL AT HEART OF OUR BILATERAL RELATIONSHIP. IN PRINCIPLE, AT LEAST, A SEVERE CUT IN STRENGTH OF MAAG COULD HAVE VERY IMPORTANT POLITICAL RAMIFICATIONS UNLESS NEED FOR THE REDUCTION IS CAREFULLY EXPLAINED, PARTICULARLY IF IT CONSISTS OF MAGNITUDE PROPOSED REFTEL (A). WHETHER POSSIBLE POLITICAL IMPACT WOULD IN FACT BE SEVERE COMING AS IT WOULD A FEW MONTHS FROM NOW, HOWEVER, IS DIFFICULT TO JUDGE. EPMG HAS DELIBERATELY CHOSEN TO LOOSEN ITS TIES WITH WESTERN COUNTRIES AND CONVERSELY MADE CONSCIOUS EFFORT TO STRENGTHEN RELATIONS WITH SOCIALIST COUNTRIES. LEFTIST RHETORIC IS ORDER OF THE DAY. WE HVE CLEAR EVIDENCE THAT EPMG WOULD LIKE TO DIVERSIFY ITS SOURCES OF MILITARY ASSISTANCE AND HAS BEEN ACTIVELY TRYING TO DO SO. FORMER EASY RELATIONSHIP BETWEEN MAAG AND EPMG MILITARY DOES NOT NOW EXIST AS MAAG PERSONNEL FIND IT MORE DIFFICULT TO MAINTAIN MEANINFUL CONTACTS ON SAME BASIS AS BEFORE. EPMG HAS TURNED DOWN TWO CONSECUTIVE OFFERS OF FSM CREDIT AND MADE MAJOR FUSS OVER OUR INTENTIONS RE PEACE SPARK. FMS CASH SALES HAVE ALSO DROPPED OFF MARKEDLY AND WE DO NOT CURRENTLY SEE MUCH CONFIDENTIAL

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ON THE HORIZON, OTHER THAN MUNITIONS FOR WEAPONS IN HAND. IF TREND CONTINUES FOR NEXT FEW MONTHS, POLITICAL IMPACT OF SHARP CUT IN MAAG MAY NOT BE SUCH A DIFFICULT PROBLEM. IF, HOWEVER, EPMG ATTEMPTS AT DIVERSIFICATION FAIL, OR AT LEAST FALL WELL SHORT OF EXPECTATIONS, POLITICAL CLIMATE COULD CHANGE AND PRIVATE ASSURANCES THAT EPMG WISHES MAINTAIN GOOD RELATIONS WITH US COULD HVE PRACTICAL APPLICATION IN TERMS OF MAINTAINING U.S.

AS SOURCE FOR MEETING ITS ARMS AND EQUIPMENT NEEDS. FACT THAT INTEREST RATE FOR FMS CREDIT WAS PROBLEM MAY NOT NECESSARILY BE CASE NEXT TIME AROUND. THUS FAR, WHILE THE EPMG HAS FOUND A NUMBER OF SOURCES FOR SOME ODDS AND ENDS, WE HAVE NO HARD/CORROBORATING INDICATIONS THAT EPMG WILL SUCCEED IN FINDING OTHER SOURCES FOR ITS MAJOR NEEDS. RESULT MAY WELL BE CONTINUATION OF ALREADY OBVIOUS CONCLUSION THAT, WHATEVER THEIR IDEOLOGICAL BENT, THEY CANNOT AFFORD BREAK THEIR TIE TO US. HENCE, POLITICAL IMPACT OF A SHARP CUT IN MAAG COULD THEN BE SEVERE IF NOT CAREFULLY EXPLAINED AND UNDERSTOOD IN TERMS OF INTENT OF U.S. LAW TO REDUCE MILITARY PERSONNEL DEVOTED TO SECURITY ASSISTANCE WORLDWIDE AND OF CONTINUED U.S. READINESS TO MEET ETHIOPIA'S LEGITIMATE MATERIEL NEEDS ON FMS CASH AND CREDIT BASES.

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INFO OCT-01 AF-08 ISO-00 MMO-01 NSC-05 SP-02 SS-15 CIAE-00

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R 301508Z NOV 76

FM AMEMBASSY ADDIS ABABA

TO SECSTATE WASHDC 1851

INFO SECDEF WASHDC

USCINCEUR VAIHINGEN GERMANY

JCS WASHDC

C O N F I D E N T I A L SECTION 2 OF 2 ADDIS ABABA 12027

4. IN CONSIDERATION OF THE FOREGOING, MAAG IS SUBMITTING PROPOSAL TO USCINCEUR BASED UPON HOW WE ASSESS SITUATION NOW. PROPOSAL CALLS FOR TOTAL MILITARY CONTINGENT OF TEN, AUGMENTED BY TWO U.S. CIVILIANS AND TWO FSLS. IT POINTS TO THE NEED FOR A SEPARATE AVIATION DETACHMENT OF UPSPECIFIED SIZE (NOT ORGANIC TO MAAG) TO SUPPORT RESIDUAL DOD ACTIVITIES TO INCLUDE BOTH MAAG AND DEFENSE ATTACHE OFFICE. I BELIEVE IT IMPERATIVE THAT WE CONTINUE

WITH SOME KIND OF AIR SUPPORT CERTAINLY AS LONG AS KAGNEW STATION REMAINS OPERATIVE. PROPOSAL ALSO ASSUMES THAT PRACTICALLY ALL ADMINISTRATION (PRINCIPALLY HOUSING, SUPPLY AND MOTOR POOL) WILL BE HANDLED BY EMBASSY( AN ASSUMPTION FOR WHICH THE IMPLEMENTING DETAILS WILL REQUIRE CONSIDERABLE DISCUSSION). PROPOSAL ENTIRELY, AND I THINK JUSTIFIABLY, ELIMINATES PREVIOUSLY PROPOSED ADVISORY ELEMENT TO ASSIST IN DEVELOPING EPMG MANAGEMENT/PPBS SYSTEM WHICH WAS KEY TO PROPOSED REORGANIZATION OF MAAG, BASED ON ESTIMATE THAT IN PRESENT POLITICAL CLIMATE, EPMG WOULD NOT PERMIT US TO BE PRIVY TO NECESSARY INNER WORKINGS OF ITS MILITARY ESTABLISHMENT. PROPOSAL DOES INCLUDE PROVISION FOR LIMITED PROJECT/CASE MANAGEMENT ASSISTANCE AND FOR AT LEAST MINIMAL ADVISORY HELP IN LOGISTICS FIELD WHICH WAS OTHER MAINSTAY OF PROPOSED  
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REORGANIZATION PLAN. IT ALSO TAKES INTO ACCOUNT CESSATION OF MAP IN FY 78.

5. MAAG PROPOSAL ATTEMPTS TO BE AS REALISTIC AS POSSIBLE IN LIGHT OF PRESENT CIRCUMSTANCES. I HAVE RELUCTANTLY CONCURRED, BUT I AM NO RPT NOT HAPPY WITH IT. IN POLITICAL TERMS, IT GOES DEEPER THAN I WOULD LIKE TO SEE IT GO (ALTHOUGH UNDER NO CIRCUMSTANCES WOULD I WANT TO SEE A SITUATION WHERE MAAG PERSONNEL WERE UNDEREMPLOYED SIMPLY TO KEEP NUMBERS UP). HOWEVER, SHOULD WE IMPLEMENT IT AND FIND SUBSEQUENTLY THAT EPMG HAS HAD POLITICAL CHANGE OF HEART, WE WOULD NONETHELESS BE ABLE TO SUPPORT FUNCTIONAL ADVISORY EFFORT BY MEANS OF TAFT, MAT OR OTHER TEAMS AND WOULD HAVE AN ADEQUATE MAAG STAFF TO ARRANGE FOR, MONITOR AND SUPERVISE SUCH EFFORTS. THEREFORE, WITHOUT SOME BETTER INDICATION FROM WASHINGTON ABOUT THE BASIS FOR THE 21 FIGURE, WE HAVE FELT IT APPROPRIATE TO TAKE THIS ROUTE, KEEPING IN MIND THAT AT THIS POINT WE HAVE NO REAL INDICATION OF HOW ETHIOPIANS MIGHT JUDGE FUTURE OF MAAG IN THEIR TERMS. REGARDLESS, I WOULD HOPE THAT DEPT, BEFORE ADOPTING THE MAAG PLAN SUBMITTED TO USCINCEUR, WOULD PROVIDE US WITH INFORMATION THAT WOULD ENABLE US TO EVALUATE OUR PROPOSED LEVEL, TAKING INTO ACCOUNT WASHINGTON PERCEPTIONS OF FUTURE OF MAAG ROLE/TASKS HERE AND UNCERTAINTIES OF ETHIOPIAN POLITICAL TIDES AND SO PERMITTING US TO GET AT PROBLEM MORE REALISTICALLY. MAAG HAS MADE THAT SAME REQUEST (TO GET RATIONALE FOR THE 21 LEVEL) TO USCINCEUR. I WOULD ALSO PROPOSE THAT WE TALK IN GENERAL TERMS WITH ETHIOPIANS ABOUT WHAT THEY SEE AS THEIR NEEDS RELATIVE TO ANY HELP WE CAN PROVIDE, MAKING CLEAR TO THEM THAT CURRENT LEGISLATION NONETHELESS REQUIRES US TO REDUCE MAAG'S STRENGTH. DISCUSSION WOULD BE IN TERMS

OF HOW BEST TO MAKE USE OF DIMINISHING RESOURCES IN  
MUTUAL INTEREST OF BOTH COUNTRIES WITHOUT COMMITMENT ON  
OUR PART. I WOULD FURTHER HOPE THAT DEPT WILL DISCUSS  
WHOLE MATTER CAREFULLY WITH AMBASSADOR-DESIGNATE GODLEY.  
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